

AGENDA ITEM #17

September 10, 2004

To: Delta Protection Commission

From: Margit Aramburu, Executive Director

Subject: Discussion of Proposed Redevelopment of the Sugar Mill, Sugar Mill Specific Plan, Clarksburg, Yolo County (Primary Zone)
(For Commission Discussion and Possible Direction to Staff)

STAFF RECOMMENDATION:

- Review list of issues.
- Review list of Policies from Land Use Plan (see attached staff comment letter on Notice of Preparation)
- Direct staff to add any other relevant issues to comment letter on Draft Environmental Impact Report; comment letter due October 25, 2004.

BACKGROUND:

The Sugar Mill was built in Clarksburg in the 1930's to process sugar beets. Due to changes in the sugar industry, the Mill ceased operation in 1993. The project site, 106 acres along the Sacramento River north of Clarksburg, is currently used for interim uses. The site is zoned M-2 Heavy Industrial. Current interim uses include vehicle storage and sales and winery (crushing, storage, and wine tasting).

The project location is bounded by ag land to the north and west, the Sacramento River to the east and the community of Clarksburg to the south.

PROJECT LOCATION:

The Sugar Mill site is located in the Primary Zone of the Delta. The project site is located within the area designated the Clarksburg Town Area in the Yolo County/Clarksburg General Plan.

CLARKSBURG GENERAL PLAN:

In the 1992 Clarksburg General Plan, the general plan designation of the site was I-Industrial; the zoning was M2-Heavy Industrial on the lower site, and A1-Agricultural General on the upper site.

In 2001, the Clarksburg General Plan was amended. In the 2002 Clarksburg General Plan, the general plan designation of the site is SP-Specific Plan; the zoning M-2-Heavy Industrial for the entire site. A three year, Interim Ordinance was adopted for Area A, the lower site. This Interim Ordinance allows interior and exterior uses for Area A while a Specific Plan is prepared.

The 2001 General Plan states that currently each property owner is responsible for supply of domestic water and the disposal of wastewater. The high water table requires above ground septic systems to protect ground water quality and a minimum parcel size of one acre for new parcels for single family residential construction (page 31).

PROJECT OVERVIEW:

Proposed Land Uses:

- Residential: 145 dwelling units; 10 % affordable housing (28.2 acres). Growth limit of 1.8% per year, in the southern portion of the site.
- Commercial, Industrial and Office: in the renovated Sugar Mill, in the northern portion of the site and on both sides of Wiow Point Road (24.7 acres, plus 4.5 acres near wastewater treatment plant).
- Industrial and Hospitality Uses (off of Willow Avenue): lodging, conference facilities, B&B, and private residences (7.4 acres).
- Public/Quasi Public Uses: New fire station at southwest corner (1.5 acres).
- Waterfront and Open Space Uses: Visitor Dock; Commercial Dock; public access; levee maintenance (3.2 acres).

Infrastructure:

- Circulation: No new access roads are proposed. Current access is primarily via River Road. Access to Sacramento is via Freeport Bridge.
- Water Supply: Modify and expand the existing water supply system within the site; there are currently three groundwater wells; two are active. A new well is proposed near the northern end of the site. Combined capacity of two active wells is 1,000 gallons per minute. Estimated maximum daily demand of the proposed development would be 281 gallons per minute. *[Note: currently each residence in Clarksburg has an individual well.]*
- Wastewater Treatment and Disposal: Current system is existing septic tank and leach field. The proposed project includes a wastewater treatment system to treat and dispose of 128,994 gallons per day. The entire northern parcel within the project north of Willow Point Road (32 acres) would be developed with the wastewater treatment facility, wastewater pond, and on-land wastewater disposal. The proposed project would only serve the Sugar Mill project site; no other uses would be accommodated. *[Note: currently each residence in Clarksburg has an individual septic tank.]*
- Stormwater: Stormwater would be transported to the north to a stormwater detention pond and outfall into Winchester Lake, north of the project site.

ALTERNATIVES:

Alternative 1:

- Reduce residential development from 145 to 111 units: 90 single family residential, no senior/cluster, and 21 cottage residential units (same acreage--28.2 acres).
- Commercial/industrial/office stays the same.
- Wastewater treatment is septic tank at each residence, with wastewater only piped to a central treatment facility north of Willow Point Road. Treatment facility would be half an acre; disposal via sub-surface drip irrigation system on nine acres.

Alternative 2:

- Reduce residential development from 145 to 79 single family units: no senior/cluster, no cottage (25.5 acres).
- Acreage for commercial/industrial/office increases from 24.7 to 27.4 acres.
- Wastewater system as described in Alternative 1.

Alternative 3 (Clarksburg General Plan Advisory Committee):

- Reduce residential from 145 to 35: single family only. Built in three phases over 20 years.
- Greenbelt along Willow Avenue and Willow Point Road to buffer existing vineyards (10 acres).
- Wastewater system as described in Alternative 1.

No Project Alternative:

- Under current zoning, total of 1,154,325 square feet of industrial uses.

Alternative 5: Tourism/Recreation Alternative:

- Mill and 14.8 surrounding acres would be used for food/hospitality purposes (restaurants, B&B, specialty retail).
- South of Sugar Mill Road would be 105 residential units (84 single family and 21 cottage) on 26.7 acres.

Alternative 6: Alternative Wastewater System Design: Separated residential-commercial collection and primary treatment system.

- Residential waste only would be collected at 11 larger residential septic tanks. Wastewater would be conveyed to a treatment site for sand filtration and could be disposed through subsurface drip-irrigation disposal. The drip field would be about six acres in size and would be located in a 300-foot wide, undeveloped buffer south of Willow Point Road.
- Winery wastewater would be treated in an independent collection system.
- All other industrial waste streams would require additional on-site source-specific treatment prior to being discharged into the wastewater system.

NOTE: Staff- prepared comment letter on Notice of Preparation for Sugar Mill Specific Plan

March 19, 2003

Dave Daly, Planner
Yolo County Planning Department
292 West Beamer
Woodland, CA 95695

Subject: Notice of Preparation Clarksburg Sugar Mill Specific Plan

Dear Mr. Daly:

I am writing in response to the Notice of Preparation (NOP) named above and dated February 21, 2003. The Commission itself has not had the opportunity to review the NOP so these are staff comments only. The comments are however based on the Commission's law and adopted regional land use plan. Copies of both are available on the Commission's website: www.delta.ca.gov. The proposed project is in the Primary Zone of the Delta and should be in conformance with the Land Use and Resource Management Plan for the Primary Zone of the Delta.

Proposed Project:

The County is preparing an environmental impact report for a Specific Plan for the 106-acre site of the former sugar mill in the Community of Clarksburg. The site has been designated for industrial use and was used for many years as a sugar beet refinery and associated ponds, an industrial use closely associated with historic agricultural cropping patterns and products of Yolo County. All the sugar beet refineries in the region have closed and virtually no acreage in the region is used to grow sugar beets.

The current owners of the site would like to develop a mixed-use project that includes: residential, commercial, industrial, and park uses, and a sewage treatment plant and disposal area to serve the site only. Existing homes in Clarksburg use individual septic systems; there is no exiting community sewage treatment plant in Clarksburg.

The project site is bounded by the Community of Clarksburg to the south, the Sacramento River to the east, ag land to the north, and ag (vineyards), industrial, and rural estate residential land to the west.

The 1982 Clarksburg General Plan, in place when the Commission was created, designated the project site Industrial on the Clarksburg General Plan maps, and showed the site zoning as M-2, Heavy Industrial. In 2001, the Clarksburg General Plan was amended to allow for consideration of a mixed use project on the Sugar Mill site, and the General Plan Land Uses were amended to: SP, Specific Plan. The Zoning Map retained the M-2, Heavy Industrial designation.

Delta Protection Act of 1992:

The Delta Protection Act of 1992 (Act) promotes protection and enhancement of agriculture, wildlife, habitat, and recreation in the Primary Zone of the Delta. The Act also states the communities within the Delta area of "significant historical, cultural, and economic value and that their continued protection is important to the economic and cultural vitality of the region."

The Act directs the Commission's regional plan to: protect and preserve the cultural values and economic vitality that reflect the history, natural heritage and human resources of the Delta; to preserve and protect agricultural viability; to preserve and protect the water quality of the Delta; to preserve and protect open-space and outdoor recreational opportunities; preserve and protect private property interests from trespassing and vandalism; preserve and protect opportunities for controlled public access and use of public lands and waterways consistent with the protection of natural resources and private property interests; and protect the Delta from any development that results in any significant loss of habitat or agricultural land.

Comments: The environmental document should analyze the proposed specific area plan and proposed project in light of the goals of the Act. The proposed project should support the historical values of the Clarksburg community while supporting the economic vitality of the region. The proposed project should incorporate appropriate design elements to protect the Sacramento River and the adjacent agricultural lands from adverse impacts associated with the proposed project and to protect private property interests on adjoining lands.

Land Use and Resource Management Plan for the Primary Zone of the Delta (Plan):

In February 1995, the Commission adopted the Plan for the Primary Zone of the Delta; the Primary Zone includes Clarksburg. In August 1995, the County proposed to adopt the Plan as a part of the County's General Plan. That proposal was approved by the Commission in October 1995.

The Commission's Plan includes policies which may apply to the proposed project including:

Utilities and Infrastructure Policy P-2:...Uses which attract a substantial number of people to one area, including any expansions to the Delta communities, recreational facilities or businesses, shall provide adequate infrastructure improvements or pay to expand exiting facilities, and not overburden the existing limited community resources.

New or expanded construction of wastewater disposal systems shall ensure highest feasible standards are met, as determined by the local governing body. Independent treatment facilities shall be monitored to ensure no cumulative adverse impact to groundwater supplies.

Utilities and Infrastructure Policy P-3: New sewage treatment facilities (including storage ponds) and new areas for disposal of sewage effluent and sewage sludge shall not be located within the Delta Primary Zone...

Land Use Policy P-1: The rich cultural heritage and strong agricultural base of the Delta shall be preserved and recognized in public/private facilities, such as museums within the existing communities.

Land Use Policy P-2: Local government General Plans...and zoning codes shall continue to strongly promote agriculture as the primary land use in the Primary Zone; recreation land uses shall be supported in appropriate locations and where the recreation uses do not conflict with agricultural land uses or other beneficial uses, such as waterside habitat. County plans and ordinances may support transfer of development rights, lot splits with no increase in density, and clustering to support long-term agricultural viability and open space values of the Primary Zone. Clustering is intended to support efficient use of agricultural lands, not to support new urban development in the Primary Zone. Local governments shall specifically indicate when, how, and why these options would be allowed in the Primary Zone.

Land Use Policy P-3: New residential, recreation, commercial, or industrial development shall ensure that appropriate buffer areas are provided by those proposing new development to prevent conflicts between any proposed use and existing agricultural use. Buffers shall adequately protect integrity of land for existing and future agricultural uses. Buffers may include berms and vegetation, as well as setbacks of 500 to 1,000 feet.

Land Use Policy P-4: New non-agricultural residential development, if needed, shall be located within the existing Primary Zone communities where support infrastructure and flood protections are already provided.

Land Use Policy P-5: Local government general plans shall address criteria under which general plan amendments in the Primary Zone will be evaluated...Proposed amendments to local government general plans for areas in the Primary Zone shall be evaluated in terms of consistency of the overall goals and program of the Delta Protection Commission.

Land Use Policy P-7: Structures shall be set back from levees and areas which may be needed for future levee expansion.

Recreation and Access Policy P-3: Local governments shall develop siting criteria for recreation projects which will ensure minimal adverse impacts on agricultural land uses, levees and public drinking water supply intakes, and identified sensitive wetland and habitat areas.

Recreation and Access Policy P-9: Local governments shall encourage new recreation facilities that take advantage of the Delta's unique characteristics.

Comments: Staff should evaluate the policies of the Land Use and Resource Management Plan for the Primary Zone of the Delta and evaluate the proposed project in light of those policies. The environmental document should describe and analyze the change of use of the overall site from manufacturing which supported local agriculture

(sugar beet refinery) to other uses. Clearly the site has not been used for agriculture for many, many years, so conversion of agricultural land is not an issue. In addition, the Commission's Land Use Plan does support growth of existing Delta communities in adjacent areas where they would use existing infrastructure.

Thank you for forwarding the NOP for review and comment. Please feel free to call to discuss any of the above comments, or other issues that may arise in the planning or environmental review process.

Sincerely,

Margit Aramburu
Executive Director

Cc: Chairman Patrick N. McCarty
Supervisor Mike McGowan
State Clearinghouse